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ABSTRACT

Developed from the Ohio At-Risk Linkage Team experiences, this guide assists local communities in organizing and strengthening effective collaborative interagency linkage teams for at-risk youth and adults. The guide proposes a series of steps, poses a number of questions relating to each step, and provides information about additional resources. Five planning steps are discussed: (1) assessing the local need and climate for interagency partnerships; (2) getting started--forming a tentative rationale, identifying existing linkages, and developing internal administrative support; (3) forming the team--identifying and selecting the key players and issuing the invitation; (4) establishing a collaborative relationship; (5) developing a plan--creating an effective planning environment, forming an action plan, and developing an agency and community support for the plan; and (6) follow up and follow through--implementing the plan and maintaining momentum. Suggestions for developing linkages include the following: focus on client needs; share information; promote interagency cooperation; exercise patience, persistence, and involvement; and establish common goals, target dates, and subcommittees. Three appendices are included: (1) action plan form; (2) resources for further information; and (3) an evaluation of what's happening in Ohio. (NLA)

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FOR THE COMMON GOOD

A GUIDE FOR DEVELOPING LOCAL INTERAGENCY LINKAGE TEAMS

Susan Imel

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FOREWORD

Social, demographic, and economic changes during the past 30 years have reshaped families, communities, and schools. These transformations mean that families, communities, and schools must create new ways of supporting and nurturing education and lifelong learning. A positive result of the changes in society has been the recognition and acknowledgement of the interrelationships among the home, schools, and community as well as among public and private enterprises. However, the current system of delivering services has been structured within discrete categorical boundaries, usually related to professional disciplines and bureaucratic needs. This costly fragmentation within the service delivery system has created a call for collaboration among agencies and within communities to reach goals that cannot be achieved acting singly.

This publication was produced to assist local communities in developing effective collaborative interagency linkage teams. Its development grew out of the experiences of the project, Building Linkages for At-Risk Youth and Adults in Ohio, which during a two-year period facilitated the development of 28 local linkage teams. Of special importance in this regard are the members of the Ohio At-Risk Linkage Team, a joint project of the Ohio Department of Education, the Ohio Department of Human Services, and the Ohio Bureau of Employment Services.

Susan Imel, Project Director, developed the publication. Sandra Kerka, Program Associate, edited the manuscript, and Janet Ray served as word processor operator.

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Ray D. Ryan, Executive Director
Center on Education and Training for Employment
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USING THE GUIDE

This guide provides a framework for individuals and organizations desiring to develop or strengthen local interagency linkage teams. Its development emerges from the experiences of the Ohio At-Risk Linkage Team in facilitating the formation of local interagency linkage teams throughout Ohio. These local teams focus on improving services to at-risk youth and adults through the development of collaborative interagency linkages. The guide proposes a series of steps, poses a number of questions, and provides planning forms and information about additional resources to assist interested persons in implementing the process of collaborative interagency linkage development to provide better services for at-risk clients.

The process outlined in this guide can help overcome many of the deterrents to interagency collaboration--

- Shortage of time
- Lack of information
- Competition for scarce resources
- Distinct organizational structures
- Different geographical boundaries
- Dissimilar calendars, i.e., the school year versus the calendar year

If you want to become involved in developing or strengthening local interagency linkages, this guide will assist you. Its purpose is to assist in planning for, implementing, and sustaining interagency linkage teams through a series of steps:

- Assessing the local need and climate for interagency partnerships
- Getting started
- Forming the team
- Establishing a collaborative relationship
- Developing a plan
- Follow up and follow through

Although the guide can be used by an agency or an individual desiring to take a leadership role in developing a local interagency team, a collaborative planning effort from the beginning would help ensure co-ownership of the linkage team. A series of questions to guide you through the planning process accompanies each step.

Instant collaboration may bring instant gratification, but it is not likely to bring success. Instead, careful planning, combined with thoughtful involvement of people and places, is essential for the kind of . . . collaboration that leads to improved well-being for all [individuals at-risk].
Guthrie and Guthrie 1991

As with most planning activities, it may not be feasible or desirable to follow the steps in a linear fashion. However, each step contains information that must be considered in the process of interagency linkage development. Appendices contain materials that can be copied and used as aids in the process. Appendix A contains an action plan form for use in developing a plan. Appendix B lists resources for further information. A third appendix describes what is happening in Ohio with the formation and implementation of local interagency linkage teams.

THE FAMILY SUPPORT ACT -- A CATALYST FOR DEVELOPING LINKAGES

The Family Support Act (FSA) of 1988 encourages educators, human services and employment and training personnel, and other professionals to collaborate in strengthening families and helping them move toward self-sufficiency. The FSA clearly recognizes education as a central element in helping families avoid long-term dependence on public assistance and requires states to make educational services available to participants under its new Job Opportunities and Basic Skills (JOBS) Training Program.

Educators and employment and training personnel have an opportunity to be involved with human services staff in providing education and training programs to JOBS clients. Implementation of the FSA requires a commitment on the part of educators and employment and training personnel to provide access to regular and alternative schools for welfare recipients under age 21 who often do not have a high school diploma or its equivalent. Educators must also be committed to providing appropriate programs and services so that these students graduate from high school or earn their equivalency certificate.

Although the current system of delivering programs and services to individuals and families has been structured within distinctive categorical boundaries that are usually related to professional disciplines and bureaucratic needs (Bruner 1991), the FSA affords professionals opportunities to forge critical interagency connections and expand the range and capacity of programs for learners at risk. If educators, human service and employment and training personnel, and other professionals are to take advantage of these opportunities, they must begin forming linkages with each other in their local areas.

STEP ONE
ASSESSING THE LOCAL NEED AND CLIMATE FOR INTERAGENCY PARTNERSHIPS

Sometimes interagency linkages emerge spontaneously as a result of local conditions, but usually someone needs to take the lead in developing them. The first step involves assessing the need and climate for interagency partnerships in your local area.

Some problems are best solved by a single agency. However, many problems or needs cannot be accomplished by an agency acting singly -- or cannot be accomplished as effectively (Bruner 1991). In such instances, a favorable environment exists for the development of interagency linkages.

Without a perceived need, interagency partnerships are unlikely to materialize. A problem may not be clearly recognized, or potential partners may be distracted by other concerns or may have preexisting negative relationships (Melaville and Blank 1991).

When the following factors converge, the time is ideal for collaborative efforts:

- Human needs
- Public sentiment
- Legislative priorities
- Institutional readiness

"The most supportive climate is one in which a problem with multiple causes and consequences . . . is a top priority of the community, key decision makers, and service providers, and where previously established working relationships exist among potential partners" (ibid., p. 20).

The existence of a less than optimal environment does not mean that work toward forming interagency linkages cannot go forward. You may use the time to begin (or improve) communication with potential partners. You may also use the period to work with other agencies on achieving internal objectives, waiting for a more opportune time to tackle broad-based, joint problems (ibid.).

Questions to Consider in Step One: Assessing the Local Need and Climate for Interagency Partnerships

1. Do we serve clients whose needs overlap the current delivery systems in education, human services, employment, and health?
2. How are we doing on our own serving these clients?
3. What is the nature of our relationships with other agencies serving the same clients?
4. How might closer relationships with other agencies help improve outcomes for our clients?
5. What problems or issues could be addressed more effectively through interagency linkages?
6. In our community, what is the history of interagency collaboration and cooperation and what can be learned from it?
7. What barriers to collaboration exist?

STEP TWO
GETTING STARTED

If you decide that the local environment will support the development of interagency partnerships, a number of activities will be needed to initiate an interagency team: formulating a tentative rationale, identifying existing linkages, and developing internal administrative support.

Formulating a Tentative Rationale

Formation of a tentative rationale requires that you answer the question, "Why is there a need for a local linkage team?" This information will be needed to help ensure internal support as well as to market the team idea in the community. Your assessment of the local situation in Step One can form the basis for the answer to this question. You will need to be able to--

- state the key problems and issues;
- articulate why they are better addressed by multiple agencies; and
- identify who the key players might be.

Identifying Existing Linkages

Frequently, existing linkages can form the basis for a team. In fact, developing a team may simply be a matter of formalizing already existing linkages by creating a structure to approach problem solutions in a more systematic way. Thinking about individuals in other agencies with whom you maintain regular contact is a good way to begin this process. Those persons can also be asked about their networks. Talking to others in your organization about their contacts and knowledge of existing linkages may also be helpful in this process.

Developing Internal Administrative Support

You may need to generate internal administrative support for an interagency linkage team. Your tentative rationale should clearly enumerate the organizational benefits of interagency linkages. For example, what could an interagency team accomplish that could not be realized by your organization on its own and how would these achievements contribute to the organization's mission or goals? Ensuring internal support should be a continuous process that includes keeping administrators informed of progress and reporting on successes that have a positive effect on the organization.

Questions to Consider in Step Two: Getting Started

1. Why is there a need for a local linkage team? (Use information gathered in Step One to respond to this question.)
2. What current contacts do we have with other agencies serving the same clients? (List agencies and name(s) of contact person.)
3. What could an interagency linkage team accomplish that our organization could not achieve on its own?
4. How would these achievements contribute to our organization's mission and goals?
5. What is the most effective way of approaching the leadership in our organization with this information?

STEP THREE
FORMING THE TEAM

Your work in formulating a tentative rationale and identifying existing linkages will provide the foundation for the step of forming the team. Activities in this step include identifying and selecting key players and issuing the invitations.

Identifying and Selecting the Key Players

A key part of this activity is identifying which organizations should be represented on the team. This process was begun earlier when you listed existing linkages. Now you need to identify which agencies will have a stake in solving the problems or issues described in the tentative rationale. These are the groups most likely to have an interest in working toward joint solutions, especially if they are groups with which you or your organization have established working relationships. However, don't exclude a group on the basis of no previous contact or lack of information about its interests. Be prepared to do some homework on such organizations to determine if they should be a part of the team.

An important consideration is who should actually represent the organization on the team. Experience has demonstrated that team members should either be or have access to decision makers within their agencies. It is important to have line staff involvement and leadership on the team. To a great extent, individual members' power and position will determine whether the team will have the necessary authority to modify how things are done or negotiate policy changes (Melaville and Blank 1991). Prospective team members should also be knowledgeable about their organizations, especially as it relates to the problems or issues the team will address.

Issuing the Invitation

There are a number of ways to issue an invitation to become a part of a newly forming interagency linkage team. Your organization's internal procedures as well as local custom may dictate how this will occur. Ideally, whoever is taking the initiative to organize the linkage team should issue the invitations.

You will have to decide if it is better to begin with an oral invitation or with a written letter. If you decide that beginning with an oral invitation is best, you should plan to follow it with a written letter that includes the rationale for forming the team as well as some estimate of the time team membership will take. Stressing the benefits to the organization of being involved in this type of activity can help offset fears agencies may have about extending already stretched resources.

It is also probably best to issue the invitation to join the team to the head of the organization. Again, local circumstances may dictate how this happens. Beginning with the agency head will help ensure internal support for the team and its activities. It may also secure the type of representative needed, i.e., an individual involved in or with access to decision making.

Questions to Consider in Step Three: Forming the Team

1. Which organizations also work with the clients that our organization serves?
2. What other groups might have a stake in solving problems that affect these clients?
3. How can existing linkages be used in forming the team?
4. What qualifications should team representatives have?
5. How should the invitation to be part of the team be issued?
6. What information should a written invitation contain?
7. Who will be responsible for developing and issuing the invitations?

STEP FOUR
ESTABLISHING A COLLABORATIVE RELATIONSHIP

Although described as a separate step, establishing (and maintaining) a collaborative relationship is an ongoing process. It begins in the early stages of team development and continues throughout the life of the team. Collaboration implies a willingness on the part of organizations to change the way services are delivered by--

- jointly developing and agreeing to a set of common goals and directions;
- sharing responsibility for obtaining those goals; and
- working together to achieve those goals, using the expertise of each collaborator (Bruner 1991, p. 6).

Initially, partners may not be ready for a collaborative relationship. Instead, they may work together cooperatively to help each other meet their respective organizational goals without making any tangible changes in the way they deliver services or in their operating procedures. However, unless these cooperative relationships become increasingly collaborative in nature, no changes will occur in the service delivery system (Melaville and Blank 1991).

Factors Contributing to Collaboration

A number of factors contribute to collaborative linkages:

- Regular contact through purposeful meetings
- Frequent communication through telephone calls and mail
- A focus that is client-centered (rather than organizational)
- Leadership that helps develop and maintain a shared vision
- A plan that delineates shared goals and objectives (Because the plan is the key factor in establishing a collaborative relationship, the next step is devoted to it.)
- Appropriate agency representation on the team to execute the plan.

By attending to these factors, you can help ensure that the work of the team is more collaborative than cooperative in nature.

Questions to Consider in Step Four: Establishing a Collaborative Relationship

1. Will the existing relationships among the agencies represented on the team support a collaborative--rather than cooperative--effort?
2. What can be done to ensure that the linkage team will be collaborative rather than merely cooperative?

STEP FIVE
DEVELOPING A PLAN

A plan that establishes joint goals and objectives as well as steps for achieving them is at the heart of a successful interagency linkage team. Time spent on developing an effective plan will pay dividends later because it will provide a framework for guiding the efforts of the team. Developing a plan involves creating an effective planning environment, formulating the plan, and developing administrative support for the plan.

Creating an Effective Planning Environment

The communication and problem-solving process used to establish goals and objectives, agree on roles, make decisions, and resolve conflicts is a crucial variable in creating and sustaining interagency linkages (Melaville and Blank 1991). An effective planning environment is one in which team members can communicate honestly and freely and in which they are free from the distractions of their daily routines. The following elements will contribute to a planning environment that will result in a collaborative plan:

- **Time.** Sufficient, uninterrupted time must be devoted to the task of developing a plan. A minimum of 8 hours is recommended. However, if team members do not know one another and are unfamiliar with the respective organizations represented on the team, a longer period will be required. You may wish to have some shorter preplanning meetings that enable participants to become personally and professionally acquainted.
- **Location.** A neutral location in which participants are freed from the distractions of other responsibilities is best. Team members can be encouraged to dress casually.
- **Appropriate Planning Tools.** There should be a conference table large enough to accommodate the entire team as well as a flip chart for use in recording information. A laptop computer for recording decisions and drafting the plan is also a useful device for this process.
- **Team member commitment to planning time.** Team members should be willing to free their calendars to devote a block of time to developing the plan. This commitment is an indication of their seriousness about participating in a collaborative venture.
- **Facilitation.** Having the services of an outside facilitator who will assist with the process can be helpful. A facilitator can help resolve differences and keep the plan development process on course.
- **Information.** Plan development may require information that team members, individually or collectively, do not possess. If you can anticipate the type of problems or issues the team may choose to address, appropriate resources can be made available during the planning session.

Formulating an Action Plan

A plan for the team's work should contain the following elements: purpose, goals and objectives, specific activities to achieve the goals and objectives, designated responsibilities (who will do what), and timelines for completion of activities. The key problems and issues identified in Step One may provide a foundation for the team's purpose. It is important that those involved reach consensus on the plan's content. Otherwise it may not receive full support from all team members (and hence all agencies represented).

Appendix A contains an action plan form that has been used in the Ohio At-Risk Linkage Team project. You can copy this

form for your team's use in developing its action plan.

Exhibit 1 depicts some examples of objectives and activities from the action plans of local interagency linkage teams in Ohio.

EXHIBIT 1

Sample Objectives and Activities from Ohio Action Plans

Objective: To develop an agency-wide referral system to eliminate frustration and confusion on part of clients

Procedure/Activity

- Schedule meetings with cooperating agencies
- Educate county agencies on programs
- Name the five common points of criteria of referral sheet
- Incorporate in referral form means of agencies' access
- Evaluate through client regarding referral form used
- Contact other areas that have active linkages in place

Objective: Explore possibility of a central assessment center

Procedure/Activity

- Establish a task force to explore assessment resources
- Identify current assessment resources
- Evaluate for feasibility and future action

Objective: Develop a Job Club program to meet the collective needs of all agencies

Procedure/Activity

- Define "Job Club"
- Share information among group; discuss input, mechanics involved
- Identify and establish outcomes, performance, mandate as it affects each group

Developing Agency and Community Support for the Plan

Once the plan is developed and finalized, it needs to be shared with the respective agencies involved in the team. Each team can decide how this activity should be accomplished but team members should be prepared to point out how the plan will help their agency achieve its mission more efficiently and effectively.

Some of the local interagency linkage teams in Ohio have found it beneficial to share their plans with the wider community. One team, for example, created a broad-based community advisory committee that meets quarterly to advise the team on its plans. Broad-based community support may provide access to additional resources, but, equally important, it can generate community good will and support for the team's work.

Questions to Consider in Step Five: Developing a Plan

1. Who will take the responsibility for organizing and implementing a session to develop a team plan?
2. What locations would provide the appropriate setting for the planning session?
3. Who could serve as a facilitator?
4. What information should be available during the planning session?
5. Would it be advantageous to have some team meetings prior to the planning session?
6. If you decide not to use the action plan reprinted in this guide, what type of planning form will you use during the session?
7. What will be done to ensure that the plan is realistic, i.e., that it establishes goals and objectives that can be accomplished?
8. Who will take responsibility for finalizing the plan?
9. How will support for the plan be developed among the agencies represented on the team?
10. How will support for the plan be developed within the community?

STEP SIX
FOLLOW UP AND FOLLOW THROUGH

Achieving interagency consensus on a written action plan is quite an accomplishment. Now, the team is faced with the task of implementing the plan as well as maintaining the momentum that was undoubtedly generated during the planning stage. Sharing your plan with all the agencies represented on the team and the community is a start on this step. There are a number of other actions you can undertake as well to carry forward the plan.

Implementing the Plan

The plan itself should contain the kind of detail that will provide a timeline and assign responsibilities for implementation steps. You can do the following to ensure the plan is accomplished.

- **Hold regular meetings.** Regular contact among the team will sustain the feeling of common mission created during the planning phase. In addition, regular meetings promote collaboration and communication. Meetings should be carefully planned with a meaningful agenda and they should begin and end on time.
- **Request progress reports.** Progress reports should be a part of every meeting. Team members should feel that the work of the team is moving forward; in addition, having to report on their assigned responsibilities from the action plan will give them a sense of accountability for the team's work.
- **Use task forces or committees.** The team's work can often be accomplished more efficiently through task forces or committees. By including individuals who are not team members in these groups, you can garner additional support for the team as well as relieve team members of total responsibility for accomplishing the team's work.
- **Use timelines as a guide.** The timelines established in the action plan should be taken seriously and used to guide the work of the team. They should, however, be evaluated periodically to see if they are realistic or if they need revision.
- **Create an advisory committee.** An advisory committee composed of community representatives can be an asset in accomplishing the team's objectives. In addition to providing access to additional resources, advisory committee members can provide insight into aspects of the work of the team.

Maintaining Momentum

Even though members may have a shared vision for their work as a team, they may have trouble maintaining the initial energy that mobilized the team. Some strategies for sustaining the team's momentum include the following:

- **Rotate leadership role.** Leadership is an important element of collaborative, interagency efforts. Sharing the responsibility for the leadership role may help sustain the vision for the work of the team. Teams may agree to rotate the leadership role on a regular basis as a means of infusing the team with new energy.
- **Share success stories.** It is important for the team to feel a sense of accomplishment. Sharing successful outcomes that are a result of the team's efforts can help members feel they are involved in something worthwhile. Devote a portion of each team meeting to this activity.
- **Regular update of action plan.** The action plan should be updated yearly, if possible in a retreat setting. Strive for the same type of planning environment as was used to create the initial plan. This planning time will allow team members

to focus on their role as a team member and evaluate their work during the past year.

- **Expand or change the membership of the team.** Expanding or changing the team membership will bring the same kind of infusion of new ideas to the team as leadership changes. Some members may need a break from their team responsibilities. Also, members representing additional agencies may be added as a natural outgrowth of the team's expanding work.

Some common pitfalls to avoid include the following (Guthrie and Guthrie 1991):

- **NATO or No action, talk only.** Use the plan to keep meetings on track, ensuring that the work of the team stays on target.
- **Equating information with knowledge.** Although it is important to have information about the respective agencies and about common problems and issues, this information must be absorbed before taking action. Time for reflection is an important aspect of the team's work.
- **Use of excessive jargon.** In the spirit of collaboration, speak in terms that all partners can understand. Avoid using alphabet soup acronyms that only have meaning internally.

If your team is successful in its efforts to provide improved services to at-risk youth and adults, it will be much easier to maintain its momentum. Sometimes, despite the best leadership efforts, local conditions simply do not support interagency collaboration. If this is the case in your community, you may need to wait for a more opportune climate but you can use the time to develop networks that will foster future linkages.

Questions to Consider in Step Six: Follow Up and Follow Through

1. Who will take responsibility for the plan's implementation?
2. What can be done to ensure that the team's objectives are accomplished?
3. Should working committees or task forces be established to help in accomplishing the team's plan?
4. Could an advisory committee be an asset to the team in its work?
5. What procedures should the team put in place to ensure continuity of leadership for itself?
6. What procedures should be established to add new members to the team?
7. What steps can the team take to maintain its energy?

CONCLUSION

Interagency linkages take time and effort to develop and foster. In addition, successful linkages require commitment on the part of those organizations involved to devote resources to the effort. According to Bruner (1991, p. 15), "freeing good staff people to work on collaborative initiatives is not a costless action. Effective collaboration often requires tens, if not hundreds, of thousands of dollars in collective staff time." Authentic collaborative efforts evolve over time, frequently after a period in which those involved get to know one another and develop the level of trust needed to engage in joint planning.

A study (Imel and Sandoval 1990) of exemplary linkages in Ohio listed the following suggestions for developing successful linkages:

- Focus on the needs of the client in building linkages. Such an emphasis stresses cooperation, makes good use of existing resources, and helps eliminate "turfism" and duplication of services. It may also require changes in procedures.
- Have regular meetings to share information and keep the lines of communication open.
- Get to know the other agencies involved. You may need to get out of your office and go to meet people and share information. Such knowledge provides understanding that the organizations involved operate differently and that the groups need to learn about each other.
- Remember that linkage development takes time, patience, and persistence as well as the active involvement of the person(s) responsible.
- Establish common goals and purposes, set target dates and make assignments, and establish subcommittees to do work.
- Once the team is in place, take the bold approach and invite all concerned parties to get involved in seeking solutions to barriers. This might include going right to the top, rather than through the chain-of-command in order to establish linkages.
- Begin your linkages with those agencies dealing with employment and training before branching out. Such a tactic prevents spreading your efforts too thin.
- Exchange visits with other agencies to allow staff to become acquainted and to get ideas.
- Become familiar with relevant legislation.

Successful interagency linkages and collaboration can result in many potential benefits:

- Improved identification of at-risk youth and adults
- Improved client access to appropriate secondary and adult education programs
- More informed referrals between schools and county departments of human services
- Coordination of limited resources for maximizing delivery of educational and support services
- Improved working relationships
- Increased knowledge and understanding of the goals, structure, and functioning of the respective agencies
- More realistic expectations when working together

Clearly, developing and fostering interagency linkage teams at the local level is not for the faint hearted. Vision, persistence, and a desire to improve client services are essential ingredients. Collaboration can happen, but someone must take the initiative.

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APPENDIX A

ACTION PLAN FORM

This form can be copied for use in completing **Step Five: Developing a Plan.**

AT-RISK LINKAGE TEAM ACTION PLAN

Team Name _____

Member Information

Complete for each team member:

Team Member #1 (Chair/Contact Person)

Name_____

Position_____

Agency_____

Address_____

_____County_____

Telephone _____/_____

Team Member #2

Name_____

Position_____

Agency_____

Address_____

_____County_____

Telephone _____/_____

Team Member #3

Name_____

Position_____

Agency_____

Address_____

_____County_____

Telephone _____/_____

Team Member #4

Name_____

Position_____

Agency_____

Address_____

_____County_____

Telephone _____/_____

Team Member #5

Name_____

Position_____

Agency_____

Address_____

_____County_____

Telephone _____/_____

Team Member #6

Name_____

Position_____

Agency_____

Address_____

_____County_____

Telephone _____/_____

Team Member #7

Name_____

Position_____

Agency_____

Address_____

_____County_____

Telephone _____/_____

Team Member #8

Name_____

Position_____

Agency_____

Address_____

_____County_____

Telephone _____/_____

Team Member #9

Name_____

Position_____

Agency_____

Address_____

_____County_____

Telephone _____/_____

ACTION PLAN

I. List the priority needs of your area

II. Sources of needs assessment information

III. Define target audience

IV. Purpose/Goal

V. Objectives

1.0

2.0

3.0

4.0

5.0

VI. Implementation plan

Objective 1.0: _____

	Procedure/Activity	Persons(s) Responsible	Anticipated Completion Date
1.1			
1.2			
1.3			
1.4			
1.5			
1.6			
1.7			
1.8			
1.9			
1.10			
1.11			
1.12			

Objective 2.0: _____

	Procedure/Activity	Persons(s) Responsible	Anticipated Completion Date
2.1			
2.2			
2.3			
2.4			
2.5			
2.6			
2.7			
2.8			
2.9			
2.10			
2.11			
2.12			

Objective 3.0: _____

	Procedure/Activity	Persons(s) Responsible	Anticipated Completion Date
3.1			
3.2			
3.3			
3.4			
3.5			
3.6			
3.7			
3.8			
3.9			
3.10			
3.11			
3.12			

Objective 4.0: _____

	Procedure/Activity	Persons(s) Responsible	Anticipated Completion Date
4.1			
4.2			
4.3			
4.4			
4.5			
4.6			
4.7			
4.8			
4.9			
4.10			
4.11			
4.12			

Objective 5.0: _____

	Procedure/Activity	Persons(s) Responsible	Anticipated Completion Date
5.1			
5.2			
5.3			
5.4			
5.5			
5.6			
5.7			
5.8			
5.9			
5.10			
5.11			
5.12			

VII. Evaluation Criteria

VIII. Products

IX. Dissemination Plan

TEAM SIGNATURES:

#1 _____ signature _____ date

#2 _____ signature _____ date

#3 _____ signature _____ date

#4 _____ signature _____ date

#5 _____ signature _____ date

#6 _____ signature _____ date

#7 _____ signature _____ date

#8 _____ signature _____ date

#9 _____ signature _____ date

APPENDIX B

RESOURCES FOR FURTHER INFORMATION

Resources that can be consulted for further information are listed here. The list includes both human and print resources as well as resource organizations.

Ohio Resources

State At-Risk Linkage Team

The following members of the State At-Risk Linkage Team can be contacted for information and assistance on developing local interagency linkage teams.

Team Chair

Sandra Thatcher Laurenson, Supervisor
Ohio Department of Education
Division of Vocational and Career Education
Home Economics Section
65 South Front Street, Room 909
Columbus, OH 43266-0308
(614) 466-3046

Team Members

Connie Ackerman, Educational Consultant
Ohio Department of Education
Division of Federal Assistance
933 High Street
Worthington, OH 43085
(614) 466-4161

Connie M. Blair, Supervisor
Ohio Department of Education
Division of Vocational and Career Education
Education for Employment - Equity
65 South Front Street, Room 909
Columbus, OH 43266-0308
(614) 466-5910

Emma Lee Brewer, Title II Supervisor
Ohio Bureau of Employment Services
JTPA Division
145 South Front Street
Columbus, OH 43215
(614) 466-3817

Jane Frye, Senior Policy Analyst
Ohio Department of Human Services
Public Assistance Policy Section
30 East Broad Street, 27th Floor
Columbus, OH 43266-0423
(614) 466-6024

Kristen Latta, Assistant Director
Ohio Department of Education
Division of Vocational and Career Education
Job Training Partnership Service
65 South Front Street, Room 915
Columbus, OH 43266-0423
(614) 466-3900

Barbara Nicol, Supervisor
Ohio Department of Education
Division of Vocational and Career Education
Business, Industry, Labor, & Agency Coordination
65 South Front Street, Room 915
Columbus, OH 43266-0308
(614) 466-2562

Virginia Ringel, Program Coordinator
Ohio Department of Human Services
Work and Training Section
30 East Broad Street, 27th Floor
Columbus, OH 43266-0423
(614) 466-8530

Ellen R. Seusy, Program Analyst
Ohio Department of Human Services
Office of Welfare Reform
30 East Broad Street, 31st Floor
Columbus, OH 43266-0423
(614) 644-5671

Technical Assistance

Susan Imel, Research Specialist
Center on Education and Training for Employment
1900 Kenny Road
Columbus, OH 43210-1090
(614) 292-4353 or (800) 848-4815

Local Interagency Linkage Team Contacts

The following members of local interagency teams can be contacted for additional information or assistance. These individuals have been through the process of forming, organizing, and implementing teams using the process described in this guide.

Clermont County

Mark Paduk
Clermont Employment Services Network
2400 Clermont Center Road, Suite 204
Batavia OH 45103
513/732-7464

Hocking County

Gayle Baron
Adult Basic and Literacy Education
42 East Main Street
Logan OH 43138
614/385-7702

Licking County

Joan Poulson
Deputy Director
Licking County DHS
PO Box 458
Newark OH 43055
614/349-6325

Mahonning County

Charlotte Guest
Mahonning County JVS
7300 Palmyra Road
Canfield OH 44406
216/533-3923

Joseph Malmisur
Adult Supervisor
Choffin Career Center
200 East Wood Street
Youngstown OH 44503
216/744-8724

Montgomery County

Susan Lasley
Human Services Administrator
Income Maintenance
Montgomery County DHS
14 West Fourth Street
Dayton OH 45422-3640
513/496-7294

Portage County

Joyce Taylor
LEAP Coordinator
Portage County DHS
449 South Meridian Street
Ravenna OH 44266
216/297-3750

Summit County

Shirley Quinney
JOBS
Summit County DHS
47 North Main Street
Akron OH 44308
216/374-44308

Tuscarawas County

Helen Hoover
Displaced Homemakers
(Passport to Careers)
Buckeye JVS
545 University Drive
New Philadelphia OH 44663
216/339-2288

Warren County

Linda Metz
JOBS Coordinator/LEAP Case Manager
Warren County DHS
416 South East Street
Lebanon OH 45036
513/933-1435

Print Resources

Three excellent publications developed by the Education and Human Services Consortium are highly recommended:

Education and Human Services Consortium. ***New Partnerships: Education's Stake in the Family Support Act of 1988***. Washington, DC: Institute for Educational Leadership, 1989. (ERIC Document Reproduction Service No. ED 309 845).

Aimed at state and local education and human services policy makers, administrators, and practitioners, this publication explores the potential for collaboration among education and welfare agencies in the implementation of the new law.

Melaville, A., with M. Blank. ***What It Takes: Structuring Interagency Partnerships to Connect Children and Families with Comprehensive Services***. Washington, DC: Education and Human Services Consortium, Institute for Educational Leadership, 1991. (ERIC Document Reproduction Service No. ED 330 748).

This monograph looks at why local schools, health and welfare agencies, youth service agencies, community-based organizations, and others must join forces on behalf of children and families, and it offers guidance based on emerging experience about how they can move forward together.

Bruner, C. ***Thinking Collaboratively: Questions and Answers to Help Policy Makers Improve Services for Children***. Washington, DC: Education and Human Services Consortium, Institute for Educational Leadership, 1991. (ERIC Document Reproduction Service No. ED 338 984).

Using a question and answer format, this publication helps state and local policy makers consider how best to foster local collaboration that truly benefits children and families. Checklists are provided to help policy makers quickly assess key issues in establishing interagency initiatives, demonstration projects, and statewide reforms to foster collaboration.

Each of the Education and Human Services Consortium publications is available at a cost of $3.00 from the Education and Human Services Consortium, c/o IEL, 1001 Connecticut Avenue, N.W., Suite 310, Washington, DC 20036-5541. Tel.: (202) 822-8405.

Cohen, D. L. "'Joining Forces'." ***Education Week***, March 15, 1989, pp. 7-16.

This special section includes articles about collaborative efforts between educators and human service personnel designed to assist at-risk youth. One article, "Collaboration: What Works," focuses on strategies for developing collaborative interagency linkages.

Dunkle, M., and Nash, M. "Creating Effective Interagency Collaboratives." ***Education Week***, March 15, 1989, pp. 44-45, 35.

In this commentary feature, staff members of the Equality Center in Washington, DC describe the critical elements of collaborative efforts.

Guthrie, P. G., and Guthrie, L. F. "Streamlining Interagency Collaboration for Youth at Risk." ***Educational Leadership*** 49, no. 1 (September 1991): 17-22.

A summary of emerging principles for interagency collaboration including examples of how some communities are trying to encourage interagency collaboration.

Imel, S., and Sandoval, G. T. ***Ohio At-Risk Linkage Team Project: A Report on Three State Team Projects***. Columbus: Center on Education and Training for Employment, The Ohio State University, 1990. (ERIC Document Reproduction Service No. ED 324 514).

Reports on the experiences of the State of Ohio At-Risk Linkage team including an analysis of a statewide linkage survey, implementation of a linkage workshop for local teams, and identification of exemplary local linkages. Contains copies of completed action plans and tips about developing and maintaining local interagency linkages.

Innovative Consultants. ***Job Training and Fulfillment Study: An Examination of Aspirations, Needs and Solutions for ADC Mothers in the Cincinnati, Ohio Area***. Cincinnati: Innovative Consultants, June 1990. (ERIC Document Reproduction Service No. ED 335 469).

Reports on the results of a study designed to provide qualitative information and direction regarding the experiences, attitudes, value systems, and aspirations of various segments of ADC recipients. Using focus groups, the researchers collected information on the motivations and barriers that may limit the participation in and retention of welfare clients in job training programs.

Pauly, E.; Long, D. A.; and Martinson, K. ***Linking Welfare and Education: A Study of New Programs in Five States***. New York, NY: Manpower Demonstration Research Corporation, May 1992.

A study of welfare and education initiatives in five states, this report makes recommendations for ways in which the two systems can work together. Also includes examples of innovations that could be replicated by others.

Schorr, L. B. ***Within Our Reach: Breaking the Cycle of Disadvantage***. New York: Doubleday, 1989.

Based on her belief that "we can significantly change the odds for youngsters growing up in environments that threaten healthy development by building on programs that have already proven successful," the author describes programs that worked for families and children living in poverty and social dislocation.

Southport Institute for Policy Analysis. ***"It's Not Like They Say." Welfare Recipients Talk about Welfare, Work and Education***. Washington, DC: SIPA, 1992.

Extracts from interviews with 22 groups of approximately 150 welfare recipients in five different states in which the participants speak for themselves about the AFDC program, work, education, family and all other topics that make up the standard discussion on welfare provide the text for this report.

National Resource Organizations

There are a number of national organizations that are involved in improving services for at-risk youth and adults. See Bruner (1991) and Melaville and Blank (1991) for information on additional organizations. The following descriptions were taken from Bruner.

Institute for Educational Leadership (IEL)

Jacqueline P. Danzberger, Director of Governance Programs
1001 Connecticut Avenue, N.W.
Suite 310
Washington, DC 20036
(202) 822-8405

IEL is a nonprofit organization dedicated to collaborative problem-solving strategies in education and among education, human services, and other sectors. Its programs focus on leadership development, cross-sector alliances, demographic analyses, business-education partnerships, school restructuring, and programs concerning at-risk youth.

Joining Forces

Janet E. Levy, Director
400 North Capitol Street
Suite 379
Washington, DC 2001
(202) 393-8159

Joining Forces promotes collaboration between education and social welfare agencies on behalf of children and families at risk. Information is available on strategies and programs for successful collaboration.

Wider Opportunities for Women (WOW)

Cynthia Marano, Executive Director
1325 G Street, NW
Lower Level
Washington, DC 20005
(202) 638-3143

WOW is a national women's employment organization that works to achieve equality of opportunity and economic independence for women. WOW coordinates the Women's Work Force Network, connecting 450 local employment and training programs and serving 300,000 women each year. WOW's resources include program models and technical assistance guides related to combining literacy and employment training for single mothers.

APPENDIX C

WHAT'S HAPPENING IN OHIO?

Prior to the passage of the Family Support Act, Ohio had already implemented welfare reform activities in 42 of its 88 counties through the Ohio Fair Work program. Since 1987, an informal network had gradually been established between educators and human services staff at the state level. Implementation of the FSA provided the opportunity to forge stronger connections between educational and support services and to expand the range and capacity of programs for learners at risk.

In the summer of 1989, Ohio formed a team at the state level to facilitate development of linkages between educators and human services staff. Originally composed of representatives from the Ohio Department of Human Services (ODHS) and the Ohio Department of Education (ODE), the state team has been expanded to include representation from Job Training Partnership Ohio (JTP Ohio), located within the Ohio Bureau of Employment Services (OBES). The primary focus of the At-Risk Linkage Team Project is on strengthening both the state and local linkages of programs and services offered by ODE's Division of Vocational and Career Education and Adult and Community Education Section, by JTP Ohio, and by the LEAP (Learning, Earning, and Parenting) program and JOBS, which are Ohio FSA programs conducted by ODHS. The team provides important leadership at the state level for the development of interagency linkages at the local level.

To encourage and facilitate local linkages of programs and services offered by vocational education, adult basic education, JTP Ohio, LEAP, and JOBS, the State At-Risk Linkage Team has planned and implemented two workshops to train local interagency linkage teams. A total of 28 local linkage teams from throughout Ohio were trained during these 2-day workshops held in April 1990 and October 1991. The workshops were designed to provide sufficient planning time for teams to draft an action plan for guiding their activities during the following 12 months. Technical assistance in the form of roundtables and state-level staff expertise was available to teams as well.

Teams attending the workshops were required to have members representing the following areas: adult basic education, vocational education, Job Training Partnership Act (JTPA), and human services. Beyond these requirements, each team filled its roster according to local community needs and preexisting linkages. Some teams included representation from such groups as the Ohio Bureau of Employment Services (OBES), Urban League, postsecondary education, and family development centers.

Following the workshops, teams have engaged in a number of activities to carry out the goals and objectives developed during the meeting. Examples of team activities include the following:

- The development of a computerized common intake system used throughout the county by human services, adult basic and vocational education, and JTPA. Developed with funding from a number of grant sources, this system is eliminating the need for clients to complete intake forms at each agency.

- The creation of several county-wide advisory committees including representatives such as county commissioners, state legislators, higher education personnel, and other community leaders. These advisory committees have permitted teams to draw on community-wide expertise and influence community leaders in a positive fashion.

- The development and implementation of a new long-term medical assistant program in which 12 of the 23 participants are human services clients.

- The expansion of in-home day care by providing additional training in order to meet increased need.

- The stimulation of the development and introduction of a bill in the Ohio Legislature calling for a change in age restrictions of current state school bus regulations. The team met with their local representatives to the Ohio Legislature and requested that the age limits be lowered to include infants of teens attending school and increased beyond age 22 to include adults who want to return to educational centers to study for their general equivalency diploma or receive additional job training.

Most of the 28 teams that attended the workshops are continuing their work in linkage development at the local level. The process described in this guide is based on the experiences of the local linkage teams in Ohio as well as more general resources.